2. The Partnership Approach

This chapter describes the processes and methods used by the Electronic Warfare (EW) acquisition community to make the Partnership Process a reality: how we examined existing practices, resolved conflicts, created a more efficient organization, and improved the acquisition process.

In particular, this chapter covers the following topics:

- An overview of the Partnership Process
- The Partnership Process method
- The Partnership Process and related reforms
- New roles and responsibilities for participants in EW acquisition

2.1 An Overview of the Partnership Process

Our accomplishments show that significant breakthroughs are possible in the acquisition process and that everybody in this process can contribute to providing solutions for the warfighter that are better, faster, and cheaper.

These processes and methods are synthesized from many other sources and from the ideas of many people. While many of the concepts presented in this document are not original, the triumph of the Partnership has been to combine them into a comprehensive and functional plan.

This plan is not carved in stone. The plan will continue to grow, adding appropriate innovations as new ideas and methodologies arise.

2.1.1 Initial Efforts and History

The Partnership Process began with the challenge of providing the warfighter with better, faster, and cheaper EW systems. A variety of factors, including radical changes in the funding available for military projects and the need to respond to evolving threats, prompted the Partnership Process to take swift action. The story evolves into a successful chapter in the history of transforming the EW acquisition process.

The Process Action Team

In June 1995, Mrs. Darleen Druyun, then Acting Assistant Secretary of the Air Force (Acquisition) and LtGen Howard W. Leaf USAF (Ret), Director of Test and Evaluation, commissioned a process action team. Building on the experience of EW program managers, policy makers, and industry leaders, the team examined the way EW acquisition was conducted and postulated how EW acquisition could be improved.

Specifically, the team examined how to accomplish the following tasks for EW systems:

- Quantify the operational need and requirement.
- Perform cost/performance trades during system design.
- Demonstrate key performance or relate key performance to military worth.

The long-term success of the Partnership Process is founded on these tenets:

- Listen to the warfighter first.
- Put teamwork before functional loyalty.
- Operate in an environment of mutual trust and responsibility.
- Make "better, faster, cheaper" permeate our culture.

Recognizing the importance of industry involvement in this task, the process action team invited the Association of Old Crows (AOC) to participate in its efforts. Mr. Rusty Porter, President of the AOC, enthusiastically accepted this invitation and coordinated his organization's co-sponsorship of the project.

The Partnership Process

The director of Air Force Operations at that time, LtGen Ralph E. Eberhart, agreed to sponsor the reform effort and coined the term "Partnership Process." Together, the AOC and the process action team created the Partnership Process, which consisted of representatives from the warfighting community, acquisition and program management staff, development testers, operational testers, and perhaps most importantly, industry.

2.1.2 Mission Statement of the Partnership Process

After months of work, the members of the Partnership defined their mission with this statement:

> Transform the electronic warfare acquisition process to consistently put superior solutions in the hands of America's warfighters as quickly and inexpensively as possible.

The Partnership was challenged by a number of factors, many of which had never been addressed by a similar group before. These challenges included the creation of a contractor/government team that closes the gaps between the disparate organizations. One of the first tasks of the Partnership Process was to provide a methodology for quantifying the military worth of an EW system.

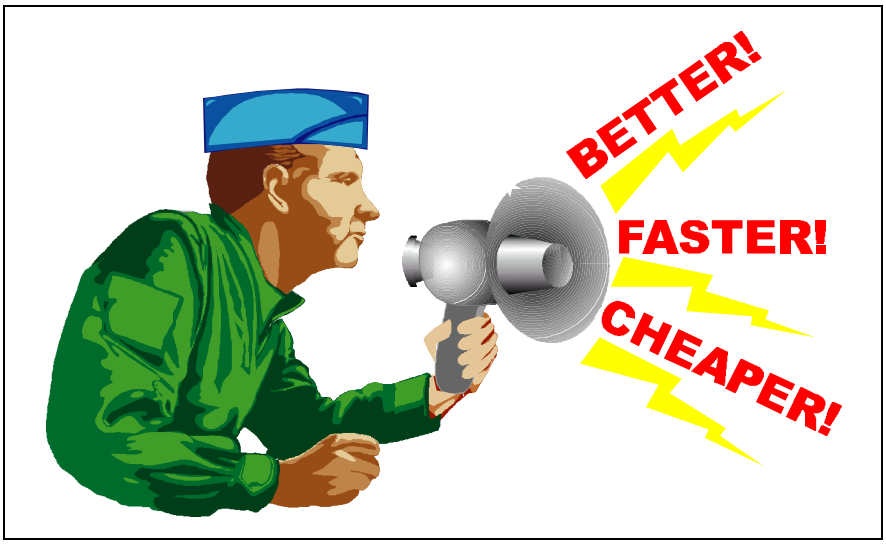


Figure 2-1. The Voice of the Warfighter. To meet the challenges facing EW acquisition reform, the Partnership Process ensured that the voice of the warfighter resonates throughout the acquisition process.

2.1.3 New Relationship Between Government and Industry

The Partnership Process has been founded on mutual trust between government and industry. Early and open communication among all participants exemplifies such trust. Some examples of mutual trust include the following:

- Industry partners become closely involved during the requirements derivation phase.
- The government refrains from specifying solutions so industry can suggest innovative alternatives.
- Government program offices gain insight into an industry contractor's work rather than exercising oversight of it.
- Government and industry testers work together to plan testing infrastructures earlier in the process.

Of course, these simple examples cannot capture the breakthrough nature of the new relationship nor the depth of change necessary to implement the breakthrough concepts. Trust must be developed over time to deal with new situations as they arise.

Better Solutions Through an Integrated Approach

The Partnership Process starts at the beginning of the acquisition process by ensuring that responsibilities are properly assigned to core competencies. This procedure integrates the strengths of different participants and creates an atmosphere in which team member loyalties are focused on satisfying the warfighter's needs and not on promoting individual interests. For instance, collaboration between government and industry for foreign materiel exploitation (FME) will yield better solutions as government contributes threat data and industry offers expertise in exploiting threat vulnerabilities.

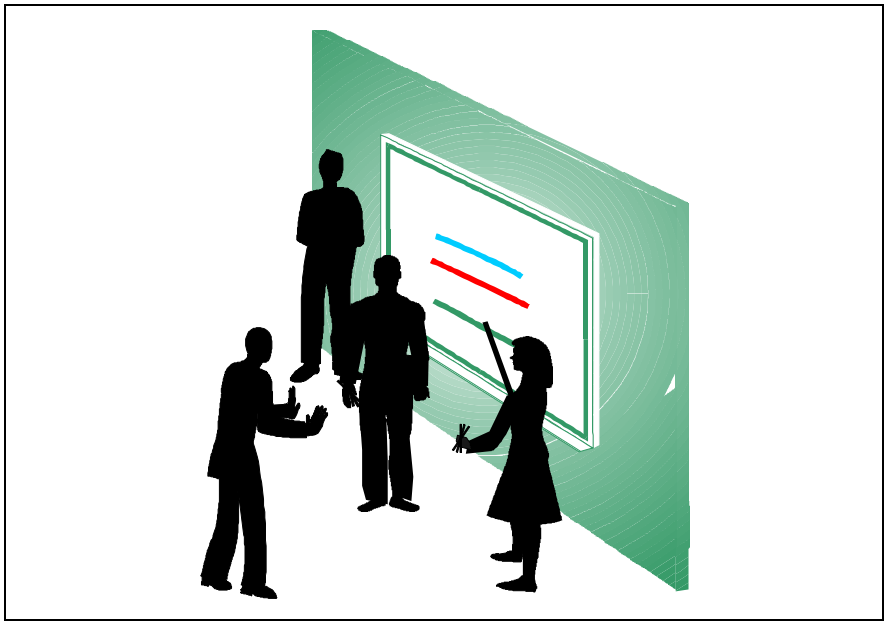


Figure 2-2. Integrated Teams. The Partnership Process creates teams that make outcome-based decisions in a seamless procurement process, maximizing communication and efficiency.

Better Results for the Warfighter

The Partnership Process provides a way to quantify military worth. Because government can now assess industry's solutions based on military worth, the Partnership Process provides the warfighter with better solutions. Assessing solutions based on military worth

benefits both the warfighter and industry, increasing the probability of success.

2.2 The Partnership Process Method

The Partnership Process was built upon a solid foundation of insight into the EW acquisition process and a shared vision of the warfighter's needs. Partnership Process participants, consisting of experts from all aspects of the EW acquisition community, focused on specific objectives. All participants were willing to question existing practices and propose breakthrough changes.

2.2.1 Understanding IPT Missions and Goals

The members of the Partnership created Integrated Process Teams (IPTs) that included members from five basic groups: the warfighter, the program managers, industry, developmental testing, and operational testing. Each group was guided by a single accountable leader. Participation of qualified, empowered group members ensured that the work of the Partnership Process represented all aspects of the acquisition community. The IPTs were the strike force of the Partnership Process—a results-oriented, proactive team that was open to all interested parties.

The members of the Partnership looked at the core competencies of the different participants in the Partnership Process, then divided the work into three cross-functional IPTs called Process, Military Worth, and Best Solutions. A fourth team, the Core IPT, was an overarching group which integrated the other IPT's products.

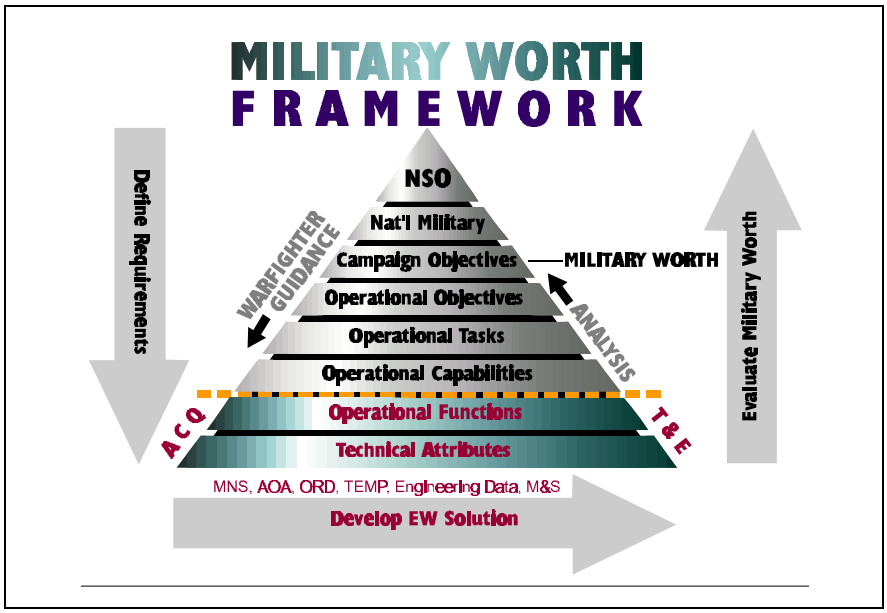


Figure 2-3. The Military Worth Pyramid. This pyramid identifies the hierarchical structures that provide warfighter guidance from National Security Objectives down to operational capabilities.

Process IPT

The Process IPT was challenged with the following tasks:

- Identify breakthrough ideas for process change.
- Address the entire EW acquisition process, from identifying deficiencies through testing and evaluation.

The Process IPT used outside experts to gain the greatest insight into the EW acquisition process.

Using the Organizational Systems Design model, a methodology for examining organizations and processes, the Process IPT sought to reduce the number of tasks and hand-offs associated with the acquisition process. By determining the rules and the structure of the acquisition community, the team was able to assess the current state of EW acquisition.

The Process IPT then mapped the current state of acquisition onto effective, proven methods modeled after industrial successes such as the revamping of the U.S. auto industry. By eliminating low-value-added tasks and regulations, the Process IPT was able to develop breakthrough ideas that led to restructuring the EW acquisition process.

Military Worth

The Military Worth IPT had the following tasks:

- Develop standard modeling and simulation tools.
- Define common measures of effectiveness.
- Use the existing strategy-to-task framework to apply military worth to each stage of the acquisition process.

The Military Worth IPT's goal was to develop a process that provides traceable evaluations of military worth throughout the acquisition process. One of the main tasks of the Partnership Process was to establish a common set of models that can be used by the warfighter, the development community, and industry.

Since military worth values must be derived in an operational (scenario-driven) context, the Military Worth IPT found that mapping a given campaign, and then linking that campaign to others through engagement data, allowed data to flow between the models. This data flow was the first step toward quantifying the military worth of EW systems. The method adapted by the team allows for improvements and growth into other EW and non-EW mission areas.

Best Solutions IPT

The Best Solutions IPT was challenged with the following tasks:

- Identify ways to attain best solutions within the requirements space of cost, schedule, and military worth.
- Define best value and determine ways to implement best practices.

The Best Solutions IPT examined how acquisition solutions could be attained through analyzing the trade space. The team determined that a new paradigm should be developed for earlier industry involvement in EW acquisition.

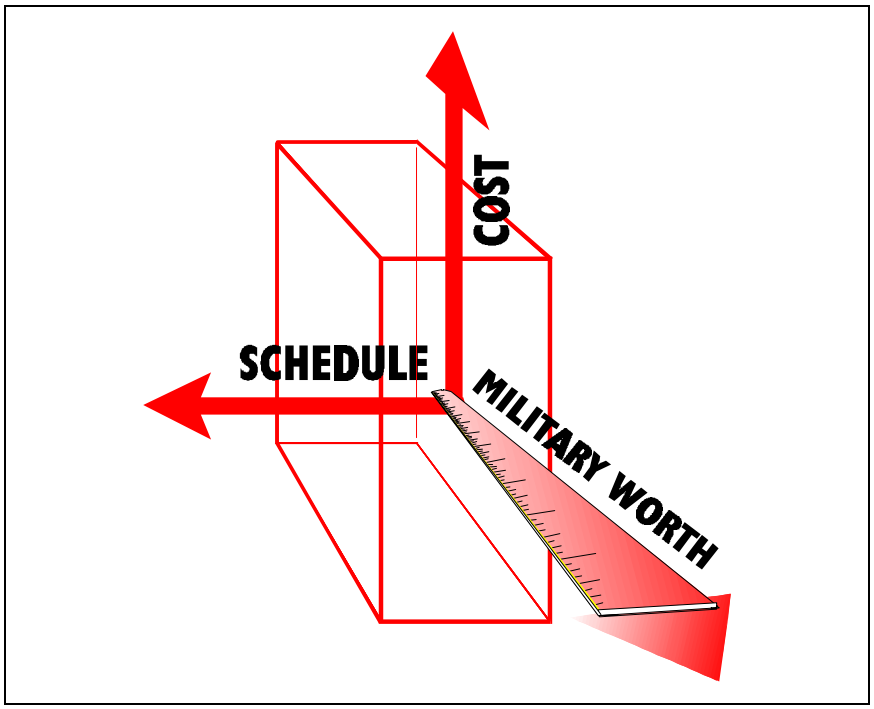


Figure 2-4. The Three-Dimensional Trade Space. We have developed methods to make trades between cost, schedule, and military worth so that we can achieve the best solution within certain constraints.

The Best Solutions IPT initiated integration with the other IPTs, drawing on the military worth measure developed by the Military Worth IPT to assess decisions and passing those decisions on to the Process IPT. The team also used the Organizational Systems Design model analyses provided by the Process IPT to describe different aspects of the acquisition process. These analyses were then passed back to the Process IPT.

2.2.2 Using Outside Experts

The Partnership Process was augmented by the expertise of external assistance and the contribution of these experts. The following organizations worked with members of the Partnership.

Organizational Systems Design

The Process IPT determined that the Organizational Systems Design model and methodology used by the Franklin Quest Consulting Group was a suitable model to use to examine the EW acquisition process.

For more information about the Organizational Systems Design model, refer to Section 2.2.4.

To understand the organization and process of the EW acquisition community, the Process IPT used the Organizational Systems Design model to examine the acquisition process. The Process IPT then analyzed the mission, values, strategy, goals, and objectives of the acquisition process to improve the performance of the organization. As a result, the Process IPT was able to produce a new design for the acquisition process that maps the most efficient path through an acquisition.

The Organizational Systems Design methodology has been used by many major corporations, including 3M, AT&T, Boeing, IBM, Lucient Technologies, Motorola, and Pacifica Care.

Franklin Quest Consulting Group

Consultants from Franklin Quest Consulting Group (FQCG) facilitated the meetings of the three IPTs. The efforts of the Partnership Process was documented by FQCG writers, graphic artists, and administrators who created documents (including text, graphics, and video) that communicated the results of the work.

ANSER

Consultants from Analytic Services, Inc. (ANSER) hosted meetings, conducted extensive background information searches, and maintained the Partnership web site. ANSER representatives extracted important data from classified documents and distributed unclassified versions to members of the Partnership Process without security clearances.

ESEA

Consultants from ESEA made significant contributions to the Best Solutions and Core IPTs. ESEA consultants also prepared and presented briefings to government and industry groups and offered technical support to government representatives and FQCG documentation specialists.

2.2.3 Communicating Results

The following documents, created by writers and artists from Franklin Quest Consulting Group in cooperation with government advisors, comprise our final product.

Document	Purpose and Contents
Narrative Report	• Includes the complete treatise of the Partnership Process • Documents the Partnership's work • Offers recommendations for conducting military acquisitions better, faster, and cheaper
Executive Summary 1	• Summarizes the Partnership's results • Contains a highly visual overview
An Executive Summary of the Partnership Approach to EW Acquisition	• Overview of the Partnership Process—from its inception to its current state
Military Worth Briefing	• Relates the military worth aspects of the Partnership Process to each area of an acquisition • Links warfighter requirements and value of electronic warfare • Explains EW paradigm shift • Describes AFSAA methodology and its impact on operational testing
Partnership Story	• Conveys the development of the Partnership Process • Lists Integrated Process Team members • Explains the development of the mission statement • Explains the Partnership rules of engagement • Directs future acquisition reform efforts based on lessons learned
Leadership Video	• Promotes vision and sponsorship of the Partnership • Communicates benefits of Partnership Process
Process IPT Audit Trail	• Contains the primary outputs of the Process IPT including assessments of the acquisition process, proposed redesign ideas, and possible implementation plans.

Figure 2-5. Communicating Results. We have used a variety of media to communicate the Partnership's story.

2.2.4 Understanding the Organizational Systems Design Method

The Organizational Systems Design model and method includes an examination of an organization's mission, values, strategy, goals, and objectives. Design choices are based on the organization's structure, including the work processes, structural system, information system, personnel system, reward system, and renewal system.

To understand an organization's architecture, its core competencies and core processes must be examined. As the core processes proceed, state changes occur. A state change is defined as a largely irreversible subprocess that transforms inputs into outputs; for example, combining and reinterpreting data to create new information or a new form of information.

For more information on the Process IPT, see Section 2.2.1.

The Process IPT used the Organizational Systems Design method to identify acquisition core processes and state changes. The team decided to focus their efforts on three state changes:

- Documenting operational requirements
- Planning the acquisition
- Developing, analyzing, and selecting alternatives

The IPT identified the inputs, outputs, and tasks required to complete each state change. Also, for each state change, the tasks and variances were examined and a task variance matrix was created. These activities allowed the Process IPT to systematically analyze the process of acquisition as practiced by the EW community. Because the efforts of the Partnership were limited by time and resources, we focused our analysis on the state changes that had the most impact on the acquisition process.

2.3 The Partnership Process and Related Reforms

Today, the entire military is involved in a wide range of reform efforts. By Presidential order, the acquisition processes of the entire United States government are being streamlined and reengineered. The following section describes how the Partnership Process fits with some of these national reform programs.

2.3.1 The Partnership Approach and DoD 5000

For more information on DoD 5000, see Section 1.2.1.

In the acquisition community, the vision of reform is conveyed in the DoD 5000 documents. The DoD 5000 series of documents provides overarching guidance for any changes to acquisition processes.

Originally issued in 1971, the DoD 5000 documents were last revised and updated in 1996. They describe the major phases of a defense acquisition and indicate the milestones that correspond with the completion of each phase.

Themes of the 5000 Series

By giving programs flexibility, we can ensure that decision making proceeds from a basis that addresses the critical concerns of each individual program.

In their most recent form, the DoD 5000 documents emphasize several major themes braced by the Partnership. For example:

Teamwork. Cross-functional teams, composed of participants from all affected groups, must guide acquisitions. The name coined by Gen Eberhart, the "Partnership Process," conveys our commitment to teaming. Everything about the Partnership Process is about teamwork. It is a system that maintains a cooperative spirit of problem resolution, ensures a continuous link back to the warfighter, and capitalizes on the strengths of all participants.

Tailoring. The Partnership Process has designed the EW acquisition process to express the needs of the warfighter and ensure the military worth of the solution. While individual circumstances may require some flexibility, the Partnership Process is tailored around the needs of the EW acquisition process.

Empowerment. The sponsors of the Partnership Process have empowered us to improve EW acquisition. Following our tenets we have done just that—made the acquisition of EW solutions as effective as possible. We recommend that all acquisition personnel continue to streamline their activities, using the tenets of the Partnership Process as a guide.

Cost as an independent variable. Cost must be understood as an input to decision making, rather than as an output. In other words, we need to set responsible cost objectives for each program phase and consider costs whenever we make a decision. Performance requirements must be balanced against fiscal constraints, as demonstrated by the work of the Best Solutions IPT.

Commercial products. Acquisition of commercial items, components, processes, and practices provides rapid and affordable application of new technologies to our mission needs. Consequently, DoD 5000 encourages the use of commercial products whenever possible and calls for relief from unique specifications whenever feasible.

Best practices. Defense acquisitions should follow sound business practices and follow a simple and flexible management process. In the future, acquisitions personnel should follow practices that characterize successful industry practices rather than adhere to the inefficient models of the past.

Program Review and Oversight

The executive summary to the DoD 5000 Initiates describes management issues that should be addressed during every acquisition program. The following table describes how the Partnership Process has answered each issue.

The DoD 5000 Question	The Partnership's Answer
Why is the program needed?	Answered through analysis that takes place in mission needs determination. The need is shown as a quantified deficiency like targets at risk.
Has the need been validated?	Validation based on Process IPT's streamlined approach to coordination.
What specific capabilities are necessary?	Capabilities are determined during the definition of the requirement. Industry will show: • What capabilities they can provide • How much the capability will cost • How long before the capability can be placed in the hands of the warfighters The warfighter will determine which of the available solutions fall within the requirements space.
When do the specific capabilities need to be introduced to the field or fleet?	Determined during requirements definition.

The DoD 5000 Question	The Partnership's Answer
How much will the system cost?	Determined during requirements definition.
Is the program affordable and fully funded?	The warfighter helps choose the cost, schedule, and performance in the second step. The user chooses a fundable area of trade space.
Have alternative solutions been reviewed, and why was this solution selected?	Alternatives are reviewed each time we review industry's proposals and perform vertical Analysis of Alternatives (AoA).
Has the program's risk been assessed?	Risk is assessed during each vertical AoA and each time we evaluate industry proposals.
Has the system been determined to be operationally effective and suitable?	During operational testing the system is evaluated not as a "pass/fail" but instead as a measure of how much effectiveness and suitability we can achieve.

Figure 2-6. DoD 5000 Questions. The Partnership has found the optimal path through the DoD 5000 process.

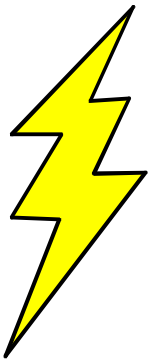
These themes guided our reengineering efforts and provided a touchstone to check our proposed changes. With the evidence of positive results in hand, we can confidently state that we are implementing the tenets of DoD 5000.

2.3.2 Lightning Bolt Initiatives

For more information on the Lightning Bolt initiatives, see Section 1.2.2.

In May 1995, Mrs. Darleen Druyun, then Acting Secretary of the Air Force (Acquisition), announced bold and sweeping changes in the way the government managed acquisition programs. The announcement outlined Lightning Bolt Initiatives that were designed to streamline organizations, develop superior acquisition strategies, focus attention on risk management versus risk avoidance, and encourage the use of teaming.

To ensure that work of the Partnership Process was harmonious with other reform efforts, the IPTs continually compared their efforts against the vision of the Lightning Bolt Initiatives.



Lightning Bolt Initiatives
1. Establish a centralized RFP support team to scrub all RFPs, contract options, and contract modifications over $10 million.
2. Create a standing Acquisition Strategy Panel (ASP) composed of senior level acquisition personnel from SAF/AQ, AFMC, and the user.
3. Develop a new SPO manpower model that uses the tenets established in the management of classified/SAR level programs.
4. Cancel all AFMC-level acquisition policies.
5. Reinvent the AFSARC process through IPTs.
6. Enhance the role of past performance in source selections.
7. Replace acquisition documents with the Single Acquisition Management Plan (SAMP).
8. Revise the PEO and DAC portfolio review to add a section that deals specifically with acquisition reform.
9. Enhance our acquisition workforce with a comprehensive education and training program that integrates acquisition reform initiatives.
10. Reduce time from requirement definition to contract award.
11. Enhance the capabilities of our laboratories by adopting improved business processes learned from our weapon system acquisition reform efforts.

Figure 2-7. The Lightning Bolt Initiatives. Sensing that the momentum of the reform effort might become stalled, Mrs. Druyun proposed major changes both at the SPO and in the Headquarters to encourage creativity and risk taking within the acquisition community.

2.4 New Roles and Responsibilities for Participants in Electronic Warfare Acquisition

We will optimize the contributions of all participants in the Partnership Process by allowing people and functional groups to work within their core competencies. By assigning roles and responsibilities to the appropriate groups we can make the work of all participants contribute to the success of our programs.

2.4.1 Core Competencies of Government and Industry

We understand the following as the core competencies of each functional group:

Functional Group	Core Competency
MAJCOM Requirements Staffs	Echoing the voice of the warfighter, understanding deficiencies, and developing requirements that help to solve those deficiencies.
Procurement Officials	Interacting with industry, creating and supporting contractual relationships with our suppliers, and understanding how specific attributes of a system contribute to overall performance.
Industry	Providing and developing innovative solutions to the warfighter's deficiencies.
Testers and Evaluators	Gathering objective, impartial data and interpreting and assessing that data.

Figure 2-8. Core Competencies Table. The Partnership strives to let people in each functional group work within their core competencies.

2.4.2 Other Breakthrough Role Changes

We will create a trained and experienced corps of operational requirements development professionals to result in better written requirements and acquisition program support.

To provide an organization that can expertly and consistently apply the Military Worth Method throughout the acquisition process, the Partnership Process will institutionalize an Electronic Warfare Center of Excellence for Analysis (EWCEA).

To eliminate duplication of logistics planning efforts, and to ensure better coordination between logistics and the design and manufacture process, the new relationship between government and industry will shift early logistics planning to industry.

To ensure that tests from both developmental testing and operational testing are solidly linked to the capabilities of the system, the Partnership Process has consolidated test infrastructures to create a seamless process for testing.

The next chapter discusses the anticipated results that will be achieved as the Partnership Process is adopted by the EW acquisition community.

Summary

This chapter described how the Electronic Warfare acquisition community made the Partnership Process a reality, based on the participation of experts from the acquisition community and from outside. The chapter also discussed other reform efforts and how they are related to the Partnership Process.